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MEMORANDUM FOR: Deputy Director for Administration

FROM: Henry P. Mahoney
Director of Logistics

SUBJECT: Route 123/193 Roadway Improvements Associated With the Agency's New Building Project

1. As a part of the program to construct a New Headquarters Building on the Langley compound, the Agency early on recognized the need to improve the surrounding public roadways. In September 1984, the Agency executed a formal Memorandum of Agreement with the State of Virginia Department of Highways and Transportation (VDH&T), under which the VDH&T is arranging for the detailed Route 123 roadway design and will manage the resultant roadway construction program. The Agency, under the terms of the agreement, is responsible for funding both activities.

2. Through the Traffic Advisory Committee (TAC) mechanism and with the full support of the VDH&T, the New Building Project Office (NBPO) has been pursuing a roadway improvement program since early 1983. The TAC, composed of representatives from the following organizations, has been the central mechanism through which Agency plans and residential community concerns have been voiced and debated since August, 1983:

a. McLean Citizens Association
b. Ad Hoc Committee for Traffic to/from CIA
c. Virginia Department of Highways and Transportation
d. U.S. Park Service (George Washington Memorial Parkway Superintendent)
e. National Capital Planning Commission
f. Fairfax County
g. Central Intelligence Agency

In addition, the following elected officials have, at one time or another, participated in the deliberations of the TAC:

a. U.S. Congressman Frank Wolf (R, VA)
b. U.S. Senator John Warner (R, VA)
c. U.S. Senator Paul Trible (R, VA)
d. Va. Senator Clive DuVal
e. Va. Delagate Robert Andrews
f. Fairfax County Supervisor Nancy Falck

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3. In May 1985, the TAC process produced a consensus agreement on the conceptual Route 123 roadway design. This final selection was the result of an 18-month or so process in which the VDH&T's design contractor produced two technical studies and seven conceptual roadway designs. Nine meetings of the TAC during this period dealt with a myriad of roadway-related issues and concerns raised by our nearby residential neighbors.

4. This phase of the TAC process is being followed by the current one, in which the VDH&T's design contractor is converting the conceptual design into the final detailed engineering design. The Agency has agreed to review the detailed design of the Route 123 roadway improvement program with the community, through the TAC mechanism, at the 30-percent detailed design completion stage, and at the 60- and 90-percent stages as well. On 29 January 1986 we held the 30-percent review, at which time several strenuous objections were raised by the Ad Hoc Committee, which is a group made up of the community associations located most closely around the Agency's compound. Their concerns were expressed in a lengthy letter to the Agency. As a result of these concerns, the Agency asked the VDH&T to temporarily suspend the further detailed design of the chosen roadway concept and, to instead, expand the number of detailed roadway design alternatives that could be made available to the TAC for consideration. Please see the attached memoranda that more fully explain the actions taken and the objective intended.

5. In late March 1986, the NBPO began providing each TAC organization with the complete set of newly developed design alternatives, both for roadway designs and for earth berm designs, and with full answers to each of the questions that were raised at the 29 January 1986 meeting of the TAC. In short, we previewed the 14 April 1986 meeting of the TAC in an attempt to demonstrate that the Agency is doing everything within its power to accommodate all of the reasonable concerns being raised by our residential neighbors. These "prebriefs" or "previews" were provided to:

Congressional staffers in the offices of:
Congressman Frank Wolf (R,Va)
Senator Paul Trible (R,Va)
Senator John Warner (R,Va);

Board of Directors of the McLean Citizens Association and invited guests (some 40 people);

Board of Directors of the Ad Hoc Committee for Travel To/From the CIA;

Virginia Delegate Robert Andrews; ~~and~~

National Capital Planning Commission; and

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Mrs. Dorothy McCormick, Owner of the Country Day School (located on Route 193).

In addition, detailed telephone "prebriefs" were provided to:

Mr. Shiva Pant, Director of the Office of Transportation, Fairfax County Government; and

Mrs. Joan DuBois, Administrative Assistant to Mrs. Nancy Falck, elected Supervisor on the Fairfax County Board of Supervisors.

6. At the 14 April TAC, the entire set of expanded detailed design options was again thoroughly presented and briefed by Mr. John Fowler, Principal Engineer of the firm of Dewberry and Davis, the engineering firm retained by the VDH&T. Each TAC member organization was in attendance. Mr. Fowler and the CIA Chairman of the TAC, STAT STAT provided information for approximately two hours, concluding with the statement that the VDH&T had again reaffirmed that the proposed roadway design was the only one that met both the safety standards and the effective traffic handling standards of the Department. The only issue that remained unresolved to the complete and total satisfaction of all, was the exact location of Route 193 between Turkey Run Farms Road and Route 123. At that, the exact location of this segment of Route 193 was of concern only to those residents of Section 7 of the Evermay Community--those homes that directly back up to Route 193. Having addressed these concerns several times, the Chair asked that each TAC organization state for the record its position on which of the roadway design options each supported. With one exception, each TAC member organization supported the roadway design proposed by the VDH&T contractor. The stated positions were:

Fully supportive of the proposed Route 123 detailed roadway design:

Fairfax County Government;
National Capital Planning Commission staff;
McLean Citizens Association;
Virginia Department of Highways and Transportation;
Congressman Frank Wolf (R,Va);
Fairfax County Supervisor Nancy Falck; and
CIA NBPO Staff.

Opposed to the roadway design as proposed:

a split representation of the Ad Hoc Committee for Travel To/From the CIA.

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INTRODUCTION: The purpose of this paper is to address each of the issues raised in the 'Ad Hoc Committee for Travel To/From the CIA' letter, dated 19 February 1986, the subject of which was information presented at the 29 January 1986 meeting of the CIA's Traffic Advisory Committee.

Ad Hoc issue: The design associated with Route 193 eastbound along Section 7 of the Evermay community does not conform to previous agreements and does not provide adequate aesthetic and noise protection for the residents bordering that portion of Route 193.

CIA position: When it became clear to the Agency at the 29 January 1986 Traffic Advisory Committee (TAC) meeting that the Ad Hoc Committee representative was not satisfied with the initial detailed design efforts of the Virginia Department of Highways and Transportation (VDH&T) regarding the treatment of Route 193 between Turkey Run Farm Road and Route 123, we immediately asked that the VDH&T suspend its detailed design effort and instead concentrate on the development of an expanded set of detailed design alternatives that could be considered.

The Agency has now received three detailed roadway design options and five detailed earth berm design options. We asked that the VDH&T submit this expanded set of detailed design options to its normal engineering review process and to make the results of this review process a matter of record.

The VDH&T has concluded that only one of the proposed detailed roadway designs meets acceptable roadway safety and traffic handling standards. They have also concluded that four of the five detailed earth berm designs meet their standards. The VDH&T finding with respect to the roadway design is that the Route 193 section just north of its terminus at Route 123 cannot be moved any further east than is accomplished in the Dewberry and Davis 'proposed design.'

As designed, the separations between the edge of the VDH&T right-of-way on Route 193 nearest section 7 of the Evermay community and the edge of the Route 193 roadway itself are as follow:

--near the intersection of Route 193 and Turkey Run Farms Road -- approximately 60 feet;
--at the intersection of Route 193 and Route 123 -- approximately 35 feet; and
--at the mid-point between the two locations identified above -- approximately 55 feet.

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The VDH&T states that Option #2, the at-grade design chosen by the TAC for implementation, was never more than a marginal design to begin with, and that therefore there is literally no way to further modify the conceptual design and still maintain necessary safety and traffic handling standards.

As the Ad Hoc Committee will recall, the Environmental Studies Section of the VDH&T concluded in its report entitled, "Environmental Assessment: Central Intelligence Agency Off-Site Road Improvements: Route 123/Fairfax County," dated 15 April 1985, in part, on page 22:

> "Since all sites represent residential properties and a recreation area, the applicable noise abatement criteria is 67dB(A). . .The results of the analysis indicated that sites 1-7 will neither exceed the noise abatement criteria nor will they experience a substantial increase in noise levels by the design year (2005). . .Regardless of which alternative (#2 or #4) is selected, no noise sensitive receptors along the proposed project will violate noise impact criteria. Therefore traffic noise mitigation is not warranted and the only noise abatement feature implemented with this project will be a limit on construction noise.

The VDH&T has further advised that the placement of any berm at all along Route 193 is contrary to normal VDH&T practice inasmuch as there is insufficient justification for a berm. In discussions between the VDH&T, its design contractor, and the CIA, however, it was nonetheless agreed that a reasonable berm would be erected, as indicated in Dewberry and Davis detailed roadway design documents, in an attempt to accommodate the concerns of residents in Section 7 of the Evermay community.

While the Agency understands that the residents of Section 7 of the Evermay community take exception to proposed roadway design conclusion, the Agency is nonetheless unwilling to superimpose its lay judgment on the findings of senior, experienced VDH&T managers. We sincerely regret not being able to resolve this issue in favor of our residential neighbors, but feel that we have arrived at this conclusion after thorough and thoughtful consideration of all of the issues involved. We will continue to work with you to select the final earth berm design and the plantings to be placed thereon.

Ad Hoc Issue: The median area at the Merchant Lane/Saville Lane crossing at Route 123 is narrow, the sight distance (though improved) is short and the crossing is unsafe - a ("trip" or other) traffic light is required.

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CIA position: The Agency's Traffic Advisory Committee requested that the VDH&T again review this community request. The VDH&T agreed to do so, and has, within the past week, advised the Agency that it will place a traffic light at the intersection of Saville Lane and Route 123, as requested. The result will be four traffic lights, all synchronized in accordance with standard VDH&T procedures, running from the Potomac School Road and Route 123 intersection to the Kirby Road and Route 123 intersection (the remaining lights being located at the CIA entrance and at Saville Lane, respectively). To our knowledge, this VDH&T action fully satisfies the stated concern of the community.

Ad Hoc Issue: The fact that the CIA has not included funds for construction of a new exit ramp off the inner loop of the Beltway to the George Washington Memorial Parkway in its FY 1987 budget is a breech of its commitment to the citizens.

CIA response: The Agency has notified Congressman Frank Wolf's senior transportation aide that we will include a $500,000 funding request in our FY 1988 Congressional Budget submission. Mr. Harry Fitzwater, in prior discussions with Congressman Wolf on this subject, had indicated that he hoped the Agency would be able to identify this funding in FY 1987. We have attempted to honor Mr. Fitzwater's hope, but the combined impacts of the increased cost of constructing the New Headquarters Building and the impact of the Gramm-Ruddman-Hollings legislation in FY 1987 will result in the non-availability of the needed funds in that time frame. Congressman Wolf's office accepted this reality and agreed that the Agency's new funding plan was a fair and reasonable one.

Ad Hoc issue: The intersection at Old Chain Bridge Road and Route 193 is dangerous. Several fatalities have occurred there and more will if it is not improved.

CIA response: The Agency fully supports the community position on this issue, and has formally notified the Virginia Department of Highways and Transportation (VDH&T), in writing, of our position. In addition, we have discussed this matter with VDH&T personnel in its Northern Virginia district office, in the person of Mr. David Gehr, on several occasions. Mr. Gehr, during the week of 4 April 1986, advised the following:

--this project is fully funded in the VDH&T current Six-Year Improvement program;

--preliminary plans for the project have been completed. The project involves reducing the height of the hill in front of the Country Day School/Meeting Hall and realigning the intersection at the foot of the hill (old Rte 123 and Rte 193) to the maximum extent possible within the existing VDH&T right-of-way;

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--the project is currently in the environmental impact phase, out of which will result an environmental impact statement that will address all aspects of the environment and the impact that this project will have on each;

--the worst case completion date provided by VDH&T for this environmental review process is January 1987;

--VDH&T is currently planning to advertise the project for bids during the summer of 1987; and

--the Federal Highway Administration, which must approve the environmental impact statement, is considering invoking an accelerated review procedure, called a "categorical 4F statement" which, if approved, could reduce the environmental review process to half of that now included in the VDH&T schedule.

Mr. Dorothy McCormick, of the Country Day School, has been fully briefed on all of the information shown above, by Mr. David Gehr of the Northern Virginia office of the VDH&T and by [redacted] STAT of the CIA. Mrs. McCormick has not expressed displeasure or undue concern with the VDH&T plan to accomplish this project.

Ad Hoc issue: We concur in VDH&T's preliminary decision to retain the right-of-way on the east side of Route 123 as a buffer zone after the road has been moved west.

CIA response: The VDH&T has advised the Agency, in writing, that "...these areas will ...(be retained) for open space as suggested at the committee meeting..." This correspondence is available for your review and retention.

Ad Hoc issue: The 'bike trail' located on the VDH&T right-of-way on the west side of Route 123 and adjacent to section 7 of the evermay community should be removed.

CIA response: The Agency feels that the issue of removing the trail along the north side of Route 123 adjacent Evermay is a matter to be dealt with between the McLean Citizens Association and the Fairfax County government, inasmuch as our information suggests that this trail is a part of the official Fairfax County Trail Plan.

Ad Hoc issue: The stated CIA position at the 29 January 1986 meeting and as reflected in paragraph 6 of the minutes of that meeting is factually incorrect. As stated in

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correspondence attached, the then Deputy Director for Administration committed to "...not...force occupancy of the new facility if it creates...traffic problems for the community and our employees." We expect the Agency to abide by its commitments and to refrain in the future from attempting to revise its commitments by assertion of positions which are in conflict with the record.

CIA response: The Agency, in a letter to the current President of the MCA dated 15 July 1983, advised the community that: "...With your support and assistance, we should be able to see the necessary road improvements in place before the new building is ready for occupancy. Should unforeseen problems arise that prevent this from occurring, we will at least try to time our occupancy plans to coincide with the capacity of the local road network. The Agency does not plan to force occupancy of the new facility if it creates unwarranted traffic problems for the community and our employees...."
The Agency's plans and intentions have not changed since that letter was written. We fully appreciate that it would be unreasonable to burden an insufficient roadway system with significant additional automobile traffic, and we will do everything within our power not to do so. Our detailed discussions with the VDH&T indicate that a reasonable completion date for all Route 123 and associated roadway modifications is late December 1987. Our current planning for the occupancy of the New Headquarters Building is not in conflict with this schedule. We feel as though we have been sensitive to this community concern and have scheduled our occupancy plans accordingly. In the event that our plans are changed in any significant way, we will notify the local community and work with our residential neighbors in every way possible to mitigate any hardship that may arise.

Ad Hoc issue: "...we want to ensure that the integrity of our mutual agreement is reconfirmed to the end that no design phase or step will be approved until a mutually acceptable concensus is achieved. To do otherwise would make a mockery of the entire process and our mutual public commitment last spring to work together to incorporate the citizens concerns into the design under alternative two...."

CIA response: The Agency feels that the entire Traffic Advisory Committee (TAC) process has been a dynamic and a thought-provoking and a healthy one. As we look back on the 40 or so individual concerns and issues raised through the TAC process

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over the course of the past two and one-half years, all of the participants of the process, we feel, should take pride in the accomplishments that have been achieved. It seems to us that Mr. Kent Maxfield, in particular, has been unusually helpful in shaping and bringing a focus to a large number of community concerns that have been discussed, reviewed, and implemented as a result of his participation in the TAC process.

The Agency will continue to utilize the TAC process as we work with the community to successfully implement our roadway improvement program. In the final analysis, however, the charter for the TAC process must prevail. The pertinent portion of that document states, in part:

> "The committee will have no directive authorities as applied to design or construction of roads or CIA facilities. The responsibilities are solely advisory in nature to ensure that concerns relative to traffic flow and road modifications are brought to the attention of the appropriate organization for consideration in design and construction."

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INTRODUCTION: The purpose of this paper is to address the seven points made in the attachment to a McLean Citizens Association letter, dated 27 March 1986, sent to the CIA and signed by Gloria Adams, President.

MCA position: Construction of the additional lane on the inner loop of the beltway to facilitate the exit onto the inbound George Washington Parkway should be advanced to the earliest date possible. (VDH&T says this will be done by 1991.)

CIA response: The Agency has notified Congressman Frank Wolf's senior transportation aide that we will include a $500,000 funding request in our FY 1988 Congressional Budget submission. Mr. Fitzwater, in prior discussions with Congressman Wolf on this subject, had indicated that he hoped the Agency would be able to identify this funding in FY 1987. We have attempted to honor Mr. Fitzwater's hope, but the combined impacts of the increased cost of constructing the New Headquarters Building and the Gramm-Ruddman-Hollings legislation in FY 1987 will result in the non-availability of the needed funds in that time frame. Congressman Wolf's office accepted this reality and agreed that the Agency's new funding plan was a fair and reasonable one.

MCA position: Needed safety improvements for the intersection of Old Chain Bridge Road and Route 193 should be moved forward promptly. Action should be taken to accommodate concerns expressed by the Fairfax Historical Society with respect to archaeological sites there.

CIA position: The Agency fully supports the community position on this issue, and has formally notified the Virginia Department of Highways and Transportation (VDH&T), in writing, of our position. In addition, we have discussed this matter with VDH&T personnel in its Northern Virginia district office, in the person of Mr. David Gehr, on several occasions, most recently this morning. Mr. Gehr advises the following with respect to this need:

the project is FUNDED in the VDH&T current 6-year improvement program.

preliminary plans for this project have been completed. The project involves reducing the height of the hill in front of the Country Day School and realigning the intersection at the foot of the hill (old Rte 123 and Rte 193) to the maximum extent possible within the existing VDH&T right-of-way.

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the project is currently in the environmental impact phase, out of which will result an environmental impact statement that will address, amongst other issues, the impact of the project on the historical archaeological findings already discovered.

the worst case completion date provided by VDH&T for this environmental review process is January 1987.

VDH&T is currently planning to advertise the project for bids during the summer of 1987.

the Federal Highway Administration, which must approve the environmental impact statement, is considering invoking an accelerated review procedure, called "a categorical 4F statement" which, if approved, could reduce the environmental review process to half of that now included in the VDH&T schedule.

Mrs. Dorothy McCormick, of the Country Day School, has been fully briefed on all of the information shown above by Mr. David Gehr of the Northern Virginia office of VDH&T. To the best of my knowledge, Mrs. McCormick has not expressed displeasure or undue concern with the VDH&T plan to accomplish this project.

MCA position: The curvature of Route 193 just north of its terminus at Route 123 (adjacent Evermay) should be moved east as far as is feasible -- as much as 40 feet.

CIA response: The Agency requested that the VDH&T take a further and harder look at this issue than it appeared it had at the 29 January 1986 Traffic Advisory Committee (TAC) meeting. The Ad Hoc Committee for Traffic To/From the CIA expressed concern that the Agency was ignoring its concern about both noise and aesthetic pollution that would result from the positioning of the Rte. 193 roadway too close to the eastern boundary of Section 7 of Evermay. In fact, the Agency, in late January 1986, asked the VDH&T to fully stop the detailed design of the roadway Option #2 that was selected by the TAC membership and to, instead, develop an expanded set of detailed design alternatives for consideration.

The Agency has now received three detailed roadway design options and five detailed earth berm design options. We asked that the VDH&T submit them to its normal engineering review process and to make the results of this review process a matter of record. The VDH&T has since determined that only one of the detailed roadway designs meets normal and generally accepted roadway safety and effective traffic handling standards. They have also concluded that four of the five detailed earth berm designs are acceptable. This information is available for your review and retention.

The final VDH&T finding is that the Route 193 section just north of its terminus at Route 123 cannot be moved any further east than shown in the proposed Dewberry and Davis design.

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As designed, the separations between the edge of the VDH&T right-of-way on Route 193 and the edge of the Route 193 roadway itself are as follow:

near the intersection of Route 193 and Turkey Run Farms Road -- approximately 60 feet;
at the intersection of Routes 193 and 123 -- approximately 35 feet; and
at the mid-point between the two locations identified above -- approximately 55 feet.

The VDH&T states that Option #2 was never more than a marginal design to begin with, and that there is literally no way to further modify the conceptual design and still maintain necessary safety and traffic handling standards.

While the Agency understands that the representative of the Ad Hoc Committee takes exception to this conclusion, the Agency is nonetheless unwilling to superimpose its lay judgment on the findings of senior, experienced VDH&T engineering management. We sincerely regret not being able to resolve this issue in favor of our residential neighbors, but feel that we have arrived at this conclusion after thorough and thoughtful consideration of all of the issues involved.

MCA position: That portion of the existing Route 123 right-of-way which will be vacated when the roadway is moved to the North as planned should be retained by VDH&T as a permanent buffer to the adjacent residential community.

CIA response: The Agency fully concurs with this community concern. The VDH&T has advised the Agency in writing that "...these areas will (be retained) for open space as suggested at the committee meeting..." This correspondence is also available for your review and retention.

MCA position: A traffic signal should be placed at the intersection of Saville Lane and Route 123, notwithstanding the fact, which AHC acknowledges, that it does not satisfy the county warrants.

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CIA position: The TAC requested that the VDH&T again review this community request. The VDH&T agreed to do so, and has, within the last week, advised the Agency that it will place a traffic light at the intersection of Saville Lane and Route 123, as requested. The result will be four traffic lights, all synchronized in accordance with standard VDH&T procedures, running from the Potomac School Road and Route 123 intersection to the Kirby Road and Route 123 intersection (the remaining lights being located at the CIA entrance and at Saville Lane respectively).

To our knowledge, this VDH&T action fully satisfies the stated concern of the community.

MCA position: The bike trail along the north side of Route 123, adjacent Evermay, should be removed. AHC contends that the trail does not connect with other pedestrian or bike paths, and has become an eyesore.

CIA position: The Agency feels that the issue of removing the trail along the north side of Route 123 adjacent Evermay is a matter to be dealt with between the MCA and the Fairfax County government, inasmuch as our information suggests that this trail is a part of the official Fairfax County Trail Plan.

On a related issue, the MCA has previously requested, in correspondence dated 13 November 1984, that the Agency build a short asphalt trail which would provide a connection between the sidewalk on the south side of Route 123 and the trail which is to be built on the north side of Route 193. The VDH&T's design contractor, Dewberry and Davis, has recently confirmed that such a trail would be in full accordance with the Fairfax County Trail Plan, and the Agency has therefore agreed to fully accommodate this community request.

MCA position: AHC urges the CIA not to move unnecessary numbers of people into its expanded facility prior to completion of the road improvements.

CIA position: The Agency, in a letter to the current President of the MCA dated 15 July 1983, advised the community that: "...With your support and assistance, we should be able to see the necessary road improvements in place before the new building is ready for occupancy. Should unforeseen problems arise that prevent

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this from occurring, we will at least try to time our occupancy plans to coincide with the capacity of the local road network. The Agency does not plan to force occupancy of the new facility if it creates unwarranted traffic problems for the community and our employees...."

The Agency's plans and intentions have not changed since that letter was written. We fully appreciate that it would be unreasonable to burden an insufficient roadway system with significant additional automobile traffic, and we will do everything within our power not to do so. Our detailed discussions with the VDH&T indicate that a reasonable completion date for all Route 123 and associated roadway modifications is late December, 1987. Our current planning for the occupancy of the New Headquarters Building are not in conflict with this schedule. We feel as though we have been sensitive to this community concern and have scheduled our occupancy plans accordingly. In the event that our plans are changed in any significant way, we will notify the local community and work with our residential neighbors in every way possible to mitigate any hardship that may arise.

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Central Intelligence Agency

Washington, D.C. 20505

Mr. Ray D. Pethtel
Commissioner
Virginia Department of Highways
and Transportation
1221 E. Broad St.
Richmond, Virginia 23219

Dear Mr. Pethtel:

Based on the conclusions reached with the community at the CIA's Traffic Advisory Committee meeting on 14 April 1986, the CIA requests that you authorize your roadway design contractor, Dewberry and Davis, to proceed with the detailed design of the Route 123 roadway improvements associated with CIA's expansion program as proposed by it and endorsed by Mr. H. M. Shaver, Jr., of your office.

The CIA remains committed to again review with the community the Dewberry and Davis design products at both the 60- and 90-percent completion stages of the detailed design. We will continue to coordinate these community meetings with Mr. Shaver, which at this point should be reasonably straightforward.

Please express our appreciation to Mr. Shaver and to Mr. S. R. Conley of your Department and to Mr. John Fowler of Dewberry and Davis for their patience and counsel throughout this project. They have been, without exception, helpful and considerate to members of my staff and have dealt with our community residents with complete professionalism. We are grateful for their assistance.

Sincerely,

James H. McDonald
Associate Deputy Director
for
Administration

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7. Based on the VDH&T determinations regarding safety and effective traffic handling standards and further based on the limited concern expressed in the community, I recommend that you approve the roadway design endorsed by the VDH&T and sign the attached letter indicating your approval. The VDH&T does not want to reinitiate the detailed engineering design of the Route 123 roadway improvement project without a definitive Agency position on its efforts to date.

Henry P. Mahoney

Attachments
A. Memoranda
B. Letter for Signature

APPROVED

_____ _____

Deputy Director for Administration Date

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